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ABSTRACT

The evaluative implications of adult literacy for all, as delineated by the World Conference on Education for All (held in Jomtien, Thailand, on March 5-9, 1990), are examined. These implications are presented in four interrelated sets related to different stakeholders at different parts of the system. The Education for All (EFA) initiatives encompass progressive concepts of development and education. Education is seen as a fundamental human right, and basic education for all is recognized as a historical moral imperative. The structure of an overall evaluation of the EFA initiatives should have two important aspects: (1) meta-purposes of developing and reinforcing a culture of information and building institutional capacity; and (2) focus on combining institutional accreditation with program evaluation. The evaluation system should incorporate the following principles: internal evaluation; macro-evaluation and micro-evaluation; necessary and sufficient data; quantitative and qualitative evaluation; and evaluation that serves the facilitator, program designer, and policy maker. The case study of a national evaluation of Swedish schools and adult education reflects these principles as they must be applied in EFA evaluation. A 13-item list of references is included. (SLD)

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EVALUATION IMPLICATIONS OF "EDUCATION FOR ALL": FOCUS ON ADULT LITERACY

By

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This paper was presented at the session on "Perspectives and Implications of Education for All, II" held at the annual conference of the Comparative and International Education Society, Pittsburgh, March 14-17, 1991.

The paper has benefitted greatly from the presentations, including one by the author, made earlier at the panel on "Evaluation Implications of the World Conference on Education for All" organized at Evaluation '90: Evaluation and the Formulation of Public Policy, the annual meeting of the American Evaluation Association, October 18-20, 1990, Washington, D.C.

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EVALUATION IMPLICATIONS OF "EDUCATION FOR ALL":

FOCUS ON ADULT LITERACY

H.S. Bhola

The declaration of the "World Conference on Education for All (WC-EFA)" (1) is at the same time a statement of development philosophy, educational policy, technical assistance strategy, planning, institution building and evaluation (The Inter-Agency Commission, 1990a, 1990b). The implications of the evaluation agenda build into the EFA Declaration and Framework documents (Inter-Agency Commission, 1990b), therefore, go far beyond evaluation methodology and measurement techniques.

It is important to note that the EFA initiative does not cover all education, but only basic education. Basic education in this context covers two things: the universalization of primary education for children and youth, and the near-universalization of adult literacy which is broadly construed to include reading, functionality, and awareness. In this paper, we will focus on the evaluation implications of adult literacy for all -- or almost all. Problems arising from the need to interface the evaluation system for primary education with the evaluation system for adult literacy will be referred to if and when necessary.

I

EFA'S EVALUATION AGENDA

A careful scanning of the Declaration (D) and the Framework (F) documents, delivers an impressive evaluation agenda (Inter-Agency Commission, 1990b).

Evaluation needs are seen as most comprehensive: "These needs comprise both essential learning tools (such as literacy, oral expression, numeracy, and problem solving) and the basic learning content (such as knowledge, skills, values, and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve quality of their lives, to make informed decisions, and to continue learning (p. D-3)."

In evaluating both tool skills, and learning content, emphasis will be on results -- "actual learning acquisition, and outcome, rather than exclusively upon enrolment, continued participation in organized programmes and completion of certification requirements (p. D-5). Program effectiveness will be assessed in terms of behavioral changes and impact.

Indicators of achievements, outputs and impact will be devised and standards of acceptable performance will be revised when appropriate. Both quantities and qualities will be reported. There will be the need to "specify expected attainments and outcomes in reference to terminal performance specifications within an appropriate time-frame.... formulated in terms such that progress toward them can be observed and measured (p. F-2)."

Lockheed (1990), while not formally representing the World Bank, does communicate the World Bank view quite well in regard to the Bank's expectations about evaluation. Also, while her frame of reference is formal education, her remarks apply equally well to out-of-school education. She informs that the Bank wishes to make program decisions "grounded on evidence of their impact on student learning." Immediacy and timeliness are essential. Therefore, instruments are needed that will be amenable to "immediate analysis".

Realizing that there is a paucity of trained personnel in the area of evaluation in the Third World, the Bank wishes to assist the Third World professionals to:

"(i) develop educational assessment-tests capable of monitoring achievement trends over time; (ii) design and implement school-based sample surveys that will provide information about student achievement and the schooling context; and (iii) organize, combine and analyze the assessment-test, school survey and data extracted from existing data bases to provide a more complete picture of how schools and educational policies affect learning." (Lockheed, 1990:4)

The context data that the Bank has in mind for developing complete pictures of schooling are "socio-economic characteristics of students, fiscal resources, teachers, schools, curricula, classroom instruction and student participation." (Lockheed, 1990:10)

Clearly, the expectations are very high.

IMPLICATIONS OF THE EVALUATION AGENDA: IMMEDIATE AND FAR-REACHING

The rest of this paper is structured in three parts: First, the implications of the evaluation agenda of EFA are explicated and arranged in interrelated sets going from the immediate implications to far-reaching implications. Second, the contradictions and conflicts inherent in the total set of these implications are discussed. Finally, suggestions are made as to how a system of evaluation might be structured that will reconcile at least some of the contradictions while accepting some of the inevitable anomalies of this less than perfect world.

INTERRELATED SETS OF IMPLICATIONS

The evaluation implications of adult literacy are presented in the following schema. Each set of implications is interrelated with a subsequent set of implications at a deeper level of the system. The implications we have listed relate to different stakeholders located at various verticle and horizontal points of the system and, therefore, arise from different vantage points. In terms of the values embedded in the contemporary theory of development and education, some of the implications can be seen as positive, and others as negative.

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First Set

That projects, programs, and campaigns of adult literacy world wide, must test for achievements, outputs and impact, and not merely report enrolments and ratios of participation.

That all literacy projects, programs and campaigns should have clear program objectives in regard to both literacy skills and learning content.

That there should be a careful development of indicators and systematic norm setting in relation to program goals and of standards of quantity and quality to judge achievements.

That each literacy initiative should establish a management information system (MIS) to be able to monitor progress (and that such an MIS should, ideally, be interfaced with a similar MIS for the primary education sector).

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Second Set

That explicit comparisons be made between individuals, groups, communities, and later among, projects, regions or countries.

That some sort of a formal or informal hierachical network be created (which, it is feared by some, will inevitably lead to the bureaucratization of functions and responsibilities of literacy practitioners).

That whatever else might be done with achievement data and information on effects, these data must be made available, in some form, to outsiders at upper levels of an informal hierarchy or of a formal bureaucracy, perhaps going right up to an international center in Unesco or at the World Bank.

That both efficiency and cost-effectiveness should become a central concern of literacy organizers which "will not only produce more, it can also be expected to attract new resources (p. D-8)."

That those literacy practitioners, organizers, and program managers who do not play the game or those who do not play it adequately enough, not be rewarded by grants, or loans, or consultancy visits.

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Third Set

That, through evaluations, efficiency and effectiveness of the whole enterprise of providing adult literacy services will necessarily improve, and thus there will be an improvement in returns over investment.

That there will be a homogenization of programs and that a generalization of content and methods across programs will occur.

That local needs will be sacrificed as practitioners get seduced into playing the number game.

That comparisons between programs, and rewards for the relatively better, might indeed reinforce existing structures of disparity and inequality.

That national and international actors will be able to play favorites with persons, constituencies, projects and countries for their own political ends.

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Fourth Set

That local actors will lose control to national and international actors making existing dependencies ever more deep and cruel.

That evaluation will thus negate the whole process and the real meaning of development.

It is quite clear even from a cursory view of the schema above that an evaluation of the EFA initiatives is not merely a technical matter of choosing among evaluation models, developing indicators and themes, designing tests and protocols, and developing comprehensive management information systems which, ideally, would accommodate both quantitative and qualitative data. Value conflicts are involved both in regard to the ideology, and the technology of information collection for evaluation and dissemination of evaluation results. We will now look at these implications as a whole and look for the reasons for some of the misgivings being expressed by some about evaluation plans in the making.

CONCEPTION OF DEVELOPMENT IMPLIED IN EFA

As we had indicated in the introduction to this paper, the evaluation implications of EFA are far-reaching and connect at some stage with development philosophy, educational policy and technical assistance strategy embedded in the EFA documents (1990a, 1990b). A careful reading of these documents bring up the following conception of development:

Development is seen to relate to both the individual and the society. At the individual level, development objectives, therefore, must include both improved quality of life and the opportunity to shape and adapt to social and cultural change. Development must respect traditional knowledge and indigenous cultural heritage. It should reinforce values and concerns such

as self-reliance, participatory processes, concerns about population, war and peace, environmental protection, economic disparities, social justice, and tolerance of others. The EFA documents show optimism that such development is possible in today's world with the availability of life-enhancing knowledge, communication technology, and detente.

Thus, the conception of development incorporated in the WC-EFA documents is quite progressive and comes quite close to the ideal of development sketched recently in the work of the Dag Hammarskjold Foundation, an institution dedicated to liberal, humanistic and participative, human-scale development (Manfred et al., 1989).

EFA's CONCEPTION OF EDUCATION

EFA's conception of education is progressive as well. Education is accepted as a fundamental human right, and basic education for all is viewed as a historical moral imperative.

Education is seen as an integrated system including FE, NFE and IFE. Primary education is emphasised because it is "the main delivery system for the basic education of children outside the family (p. D-6)". The central role of literacy is well understood in that literacy is considered "indispensable because literacy is a necessary skill in itself and the foundation of other life skills (p. D-6)." The importance of literacy is further reinforced through emphasis on printed knowledge which is indispensable in modern society and which is clearly impossible to share of without literacy.

Educational objectives include empowerment, problem-solving, with due sensitivities towards values. At the same time, there is emphasis on scientific and technological literacy and teaching-learning of economic, social, political, analytical and managerial skills that are usable. At an operational level the objectives are quality, equity and efficiency. Disparities and disadvantages experienced by women, rural populations, ethnic minorities, refugees, immigrants, and others are sought to be removed. Qualitative improvement in education is sought. And, of course, education is seen as a continuing life-long process.

IMPLIED CONDITIONALITY IN TECHNICAL ASSISTANCE

When it comes to the technical assistance strategy, the WC-EFA gets a bit hard-nosed. While WC-EFA is a declaration by the relatively developed part of the international community to assume some responsibility for bringing "education for all" to the relatively underdeveloped part of the world, there is an implied conditionality in the EFA pronouncements. The recipient

nations of the Third World are being asked to be accountable to multilateral institutions such as UNDP, UNESCO, UNICEF, and the World Bank by dropping their objections to testing adults and evaluating programs; and by showing results as emanating directly from the resources allocated by the developed world to "education for all" initiatives in the developing world.

CONTRADITIONS AND MISGIVINGS ABOUT EVALUATING EFA

There is indeed something contradictory about development being, at the same time, a unique invention within existing contexts of communities and their renewing traditions and its evaluation using generalized indicators and norms to assist in comparisons across communities -- and perhaps across cultures. There is again something strange about education being seen, on the one hand, as an experiment with one's identity, and, on the other hand, seeking to test the processes of being and becoming through observable, and behavioral indicators. Participatory strategies in planning and learning can not be assigned numerical values. Dialog does not lend to digital manipulations. Empowering is not possible within pyramids of power.

There is nothing new about the fears and fobias that may have been generated among some stakeholders about EFA's plans for evaluation. Battles about and around evaluation have been fought before, again and again, within multi-lateral, bi-lateral, national, subregional and community level programs and projects. Indeed, the battle-cries we now hear should be familiar to most of us.

INFORMATION, CULTURE AND POLITICS

A whole set of fears and misgivings arise from the nature of information and the uses to which it could be put. Evaluation, since it generates information, has important implications for culture and politics. Information, in its real essence, is "symbolic capital." Therefore, the process of developing information is also the process of capital formation, in this case, formation of symbolic capital. The modalities of utilization of this symbolic capital within human systems have consequences for all other "symbolic transformations" within those systems. In other words, how information is collected, stored and distributed determines power relationships within groups, organizations, and cultures. Once information has become available, it can be used, or it can be abused. Within organizations, the processes of information collection and its subsequent accessibility and distribution will determine, first, the hierarchical relationships and, then, the organizational climate. In societies, the processes of information development, and subsequently the patterns of distribution and flow of

information, will determine the nature of the political enonomy of a nation. At the international level, the export or outflow of information can mean, at the least, greater vulnerability to the outsider, and, sometimes, outright dependency.

TYRANNIES OF REPORTING AND COMPARING

There are also fears about how evaluation will influence the "means and ends" calculus of programs. The fear is that with the need to report to those outside and up, local practitioners will start dancing to distant drummers, losing touch with local needs, local objectives and local solutions. This will inevitably lead to both the formalization and the homogenization of program content. The process will be sacrificed in favor of the product. There is also the fear that, in the process of measurement, qualities will become trivialized, and even those trivialized qualitative criteria will be ultimately sacrificed in favor of quantitative criteria. Finally, there is the position that while projects, programs and campaigns could be usefully evaluated in an intra-system sense, in terms of their own criteria and contexts, it does not make sense to evaluate them to make inter-system comparisons of achievements and results.

II

SUGGESTED EVALUATION STRUCTURE AND STRATEGIES

The position we take in this paper is that contradictions do exist, but then in the socio-technical world of evaluation planning, we should not expect to have a reality without contradictions; and that we must do the best that is possible in this imperfect world. We should work towards a dialectic whereby we can, on the one hand, create a "culture of information" within each and every project, program and campaign, and, on the other hand, avoid formalization and homogenization of initiatives which would mean robbed opportunities and continued dependencies.

Information collection, after all, is a process that both informs and reforms. The entities on or about which information is being collected to inform others, are in the process, themselves, more or less, reformed -- and sometimes transformed. Through a dialectic between the evaluator and the evaluand (meaning the entity being evaluated), the evaluand develops predispositions and characteristics that make it more amenable to the processes of information collection and its use for informed

decision making. Such a consequence could do no harm to programs and could indeed do them a lot of good.

A PLAN FOR AN OVERALL EVALUATION STRUCTURE FOR EFA

The structure of an overall evaluation of the EFA's initiative, we suggest, should have two important aspects:

1. META PURPOSES IN EFA'S EVALUATION

The concrete purposes of the evaluation structure for EFA should be wrapped in a layer of meta purposes which should include:

Meta purpose, a: Developing and reinforcing a "culture of information". Literacy projects, programs and campaigns should be enabled to develop into "cultures of information" so that "informed decision-making" becomes a norm and a habit for all stakeholders within the system. If projects, programs and campaigns delivering adult literacy do become cultures of information in the true sense, then there will be no need to ask for new or special evaluation structures and to establish conditionalities, and surely there will be no cause for fears and fobias.

Meta purpose, b: Building institutional capacity. If literacy projects, programs and campaigns are expected to conduct evaluations of their program actions, there is the absolute necessity for the development and delivery of a program of institutional capacity building through training. Only then will the organizational actors who are expected to engage in the tasks of data collection, analysis, program development, and management, can actually undertake those tasks. Unless, institutional capacities are built within institutions, it will be wrong to expect effective progam development and meaningful evaluations.

2. COMBINING INSTITUTIONAL ACCREDITATION WITH PROGRAM EVALUATION

The evaluation structures of EFA should include, first, the evaluation of literacy institutions themselves, through accreditation, and, second, the evaluation of institutional actions and their results. Comings and Stein (1990) have indeed suggested that in the context of EFA, this approach may be the best strategy to use. Evaluation of institutions will be done in the context of accreditation against a set of mutually agreed upon criteria. The accreditation approach will, on the one hand, ensure accountablity and, on the other hand, accommodate a whole diversity of local initiatives. Once the quality of delivery

systems, that is, of institutions, is ensured, there will be a lesser need to worry about individual achievement and performance that depend upon so many contextual factors. In our view, while this approach alone may not be sufficient, it can be most usefully combined with the evaluation of achievements, outputs and impact.

According to Comings and Stein (1990), the original criteria of the Accreditation Commission (n.d.) can be adapted to adult literacy institutions as follows:

Initial Criteria	Adapted Criteria
Mission	
Organization	
Administration	Management
Relations with Students	
Standards of Progress	
Financial Relations	
Student Services	Student Services
Educational Activities	Instructional Program
Educational Facilities	Facilities
Publications	
	Instructional Staff
	Impact

Further adaptation of these criteria in diferent local settings will have to be attempted by groups of stakeholders in each individual case.

HANDLING BACKGROUND ISSUES, SETTLING ANTECEDENT QUESTIONS

It is unlikely that the agencies responsible for EFA will settle for anything less than "results." Administrators of programs in the Third World are likely to be more and less supportive, to take the money if there is any, and give them the figures. Therefore, we suggest that Third World literacy workers, in implementation of EFA, should make a virtue of the necessity of having to report results to a central point and do the following:

SETTLING DEFINITIONAL QUESTIONS

We will never be able to rise above the relativities of languages, cultures, social classes and social uses of literacy skills around the globe. We must, however, carefully develop situation-specific contextual definitions of literacy. Once

this has been done, we should stick with such definitions both for curriculum design and evaluation exercises.

To get some ideas on developing operational definitions of literacy, efforts such as the Competency Rating-Scales project located at the Phillip Institute of Technology in Australia should be reviewed (Griffin, 1990).

We might also consider defining literacy levels in terms of numbers of words learned. Of course, all languages are not ideographic like the Chinese language, wherein literacy levels are indeed defined by the number of characters learned. Yet, I am of the view that definitions of literacy levels based on numbers of words learned (from well constructed vocabulary lists rooted in social functions) may prove to be quite useful. Some empirical work on this hypothesis is worth doing.

USING THE OPPORTUNITY TO REVIEW CURRICULA IN FORMAL AS WELL AS NONFORMAL EDUCATION

The obligation to evaluate EFA initiatives should also be used as an opportunity to review curricula for adult literacy programs as well as for other nonformal education programs. Too often curricular plans have emerged in a haphazard manner without any preconception of ends and without any deliberation of means to achieve instructional ends.

SETTLING QUESTIONS OF EQUIVALENCE

Questions of equivalence between adult literacy programs on the one hand, and formal education, on the other hand, should be settled. Equivalence does not mean sameness. Indeed, "equivalent" knowledge and "equivalent" skills should be taught to adults and children using different curricula. While some formalization of the adult literacy and adult education programs will be an unavoidable consequence of the search for equivalence, gains from this effort may be quite important for the establishment of a lifelong system of education with multiple points of entry and exit.

CHOICE OF A MODEL OF EVALUATION PLANNING

The model of evaluation planning chosen should allow the emergence of a culture of information within literacy organizations. An management information system (MIS), whether it is a pencil-and-paper system or a computerized network, must be at the core of the evaluation structure being planned. This model of evaluation planning should also be able to accommodate both rationalistic and naturalistic evaluation approaches. This would mean that the management information system (MIS) designed

for monitoring purposes will allow storage and retrieval of both quantitative and qualitative data (Bhola, 1990a; 1990b).

CHOICE OF INDICATORS OF DEVELOPMENT AND EDUCATION

The set of indicators for adult literacy (and adult education) developed and used in the context of UNDP/UNESCO Experimental World Literacy Program have been reviewed and discussed in Bhola (1979) and may be reviewed. As reported by Madeley (1990), UNDP has recently proposed that the existing indicators of development such as GNP should be rejected in favour of three new indicators: (1) age expectancy at birth, (2) literacy, and (3) purchasing power. Any system of evaluation developed for programs in implementation of EFA must use these sets of indicators.

SERVING DUAL PURPOSES OF DIAGNOSIS OF LEARNING AND TEST OF ACHIEVEMENTS

Projects, programs and campaigns of adult literacy and nonformal education must learn to evaluate both for diagnosis of instructional successes and failures, and for testing achievement and impact. Data must be both qualitative and quantitative. All evaluation data and findings must be utilized by stakeholders directly involved in the program before it is released for processing and use at another level.

HANDLING RELATIVITIES OF OBJECTIVES, STANDARDS AND RANKS IN REPORTING ACHIEVEMENT DATA

To handle relativities of objectives, tests and standards, scores should be reported in three one-thirds: the upper third, the middle third and the lower third. Such a mechanism will reconcile relativity with comparability. The reporting projects, programs or countries will be assumed to have agreed upon reasonable expectations of results achieveable in particular contexts, will be assumed to have done an acceptable job of testing for achievement, and then expressed their levels of satisfaction with results.

TOWARD A CULTURE OF INFORMATION

Elsewhere (Bhola 1990b), a culture of information has been defined by the author to mean "an institutional culture or sub-culture that systematically generates, collects, stores, retrieves and utilizes appropriate information in all processes of decision-making and does so as a matter of course. This would indeed mean that the organization systematically collects and stores descriptive data generated through the very process of implementation of its objectives and programs. It means also

that such an organization would generate evaluative data through special evaluation studies appropriately designed and timed to be able to judge the value and worth of its various programs and projects. Information within such an organization will flow back and forth horizontally; and will flow vertically across all levels, both up and down the system. Informed decision making will become a universally shared norm."

In more concrete terms, a culture of information, will require that campaigns, programs and projects collect and use data across the total grid below:

THE EFA EVALUATION GRID
TO ACTUALIZE
A CULTURE OF INFORMATION

	MIS	NE	RE
Life Expectancy	Health indicators	X	X
Literacy	Usual achievement indicators	Personal satisfaction; Community perceptions	Comparisons; Correlations
Purchasing Power	Economic indicators	X	X

For the purposes of the grid above, individual projects, programs and campaigns will have to develop their own indicators for each of the cells. Some of the indicators and evaluation objectives appropriate to literacy work have been included in the grid by way of examples.

RUDIMENTS OF A CONCRETE EVALUATION SYSTEM FOR EFA

The ideas presented below are indeed initial and rudimentary for the simple reason that developing a necessary and sufficient system of evaluation of EFA initiatives is not a one-man's job. We will perhaps need a week-long meeting of the evaluation world's "Big Seven" or "Big Ten" to develop the structure and content of such a system. Then some more time will be needed to develop strategies for the instalation and implementation of the system being designed. Finally, we will need to negotiate the system plans with stakeholders around the world through a political process that will again take a long period of time. In the context of this paper, we must be satisfied with some general principles, a few promising indications, and some useful outlines.

SOME PRINCIPLES SUFFUSED IN THE SYSTEM

1. As far as possible all evaluations should be internal evaluations. If at all an outsider is used, the outsider should be the closest to the insider within the relevant network of relations.

2. Evaluations should reflect both the macro (that is the normative) and the micro (that is the socio-psychological) realities of individuals and groups involved in educational and social change. The micro evaluations should be done by workers at the grassroot level and primarily for diagnostic purposes.

3. Data collected should be both necessary and sufficient.

4. Both descriptive and evaluative data should be collected.

5. The data collected should be both quantitative and qualitative so that the size and scope of the program as well as the meaning of the educational experiences of those involved in an educational program can be understood.

6. The evaluation system should at the same time serve the facilitator, the program designer and the policy maker.

SOME IDEAS ON A GENERAL FRAMEWORK

The framework for data collection, storage, and flow will have to encompass the total system including the levels of the adult learner group, the supervisor, the district, the province, the state and the appropriate multilateral agency. Decisions will have to be made on what data should be collected, the

operations that should be performed on such data and in what form it should be sent, to whom. The nature and extent of aggregation of data at various levels will need careful attention.

The following simple chart can be used as a planning device at various levels of the system:

MULTI-LEVEL ANALYZER
FOR DATA COLLECTION AND DATA FLOW

Question(s) to be answered for diagnostic/ reporting purposes	Data to be collected or obtained from other sources	Processes to be performed on the data	Utilization of results of evaluation	Data flow

EVALUATION OF SWEDISH SCHOOLS AND ADULT EDUCATION:
A CASE AT THE NATIONAL LEVEL

The National Evaluation of Swedish Schools and [Formal] Adult Education (Sweden, 1989) reflects in practice what Bhola has been theoretically propounding for some years (1990a; 1990b) and is indeed an excellent example of how a national system of evaluation should be developed. This evaluation effort combines MIS data as well as data available from other outside national sources of educational, social and economic statistics; includes audits of schools and county educational sub-systems performed by stakeholders closest to the subsystem; and, finally, conducts or commissions various evaluation studies and research studies to undergird the total evaluation effort. By so doing it is able to study norms at the macro level as well as allow for evaluation studies within special conditions of schools, communities, and ethnic groups. It is thus able, on the one hand, to study processes and, on the other hand, to guage productivity and efficiency.

In this regard attention should be invited to Tuijnman (1987) who has listed several typical indicators relevant to the macro, that is, national level evaluation of formal adult education in Sweden and has then suggested a series of statistical operations that could be perfomed on such data, among them: coefficient of variation, enrolment rates, utilization indicator, indicator of growth, net participation index, pyramid index, dissimilarity index, representational index, selectivity index, gini coefficient, concentration index, measurement of qualitative variation and performance indicator.

THINKING ABOUT THE INTERNATIONAL LEVEL

At the international level, again, a whole set of statistical operations will have to be performed and a variety of formats for presentation of data will have to be worked out. By way of example, one such tabulation format is offered below:

AN EXAMPLE OF DATA DISPLAY
AT NATIONAL / INTERNATIONAL LEVELS

Country / Region / Subculture ..... Year / Cycle....

Language Area	Data Set "A"	Data Set "B"	Data Set "C"
Percent in Upper one-third			
M			
F			
Percent in Middle one-third			
M			
F			
Percent in Lowest one-third			
M			
F			

The content of data sets A, B and C in the table above can be explicated as in the three tables below:

Data Set "A" of the Main Table Above

3-R's R W A	Health Indices	Purchasing Power Indices

In the above table: R = Reading; W = Writing; and A = Arithmetic.

Data Set "B" of the Main Table Above

Self-Report on Satisfaction with		
X	Y	Z

Data Set "C" of the Main Table Above

Community Expressions about		
P	Q	R

Data for the total evaluation system will have to come from the lower levels of the system to the upper levels of the system in a form that various statistical operations can be performed on them. By way of context, information on the length and duration of teaching cycles as well as costs per head on different items of inputs will be necessary. All this is not impossible to get done.

CONCLUSION

Both the political and professional implications of planning evaluations of "Education for All" initiatives have been discussed. The discussion has been necessarily brief, sketchy, and incomplete. International teams of experts, representing a whole range of stakeholders will need to meet for appropriate durations of time to invent a system to collect descriptive and evaluative data that are both necessary and sufficient. Such a plan will then have to be submitted to an essentially political process of negotiation before it can be adopted. Though somewhat sketchy and hurried, this paper may have at least raised some of the issues involved in evaluating EFA initiatives and suggested a few directions that may be open to us. It is our hope that this small contribution receives attention of those engaged in the important task of designing an evaluation system for EFA-related actions.

NOTES

1. The World Conference on Education for All (WCEFA), was convened jointly by the executive heads of the United Nations Children's Fund, United Nations Development Programme, the United Nations Educational, Scientific and Cultural Organization, and the World Bank, and held in Jomtien, Thailand during March 5-9, 1990.

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